BUSINESS CHANGE IN WELSH LOCAL GOVERNMENT:

DIRECTORY OF METHODS

1. The business change project

The Directory

This Directory has been designed as a convenient reference point for busy managers who are planning to deliver effective business change in the Welsh public sector. It could be a reminder of familiar approaches used in the past, or prompt new ideas for the future.

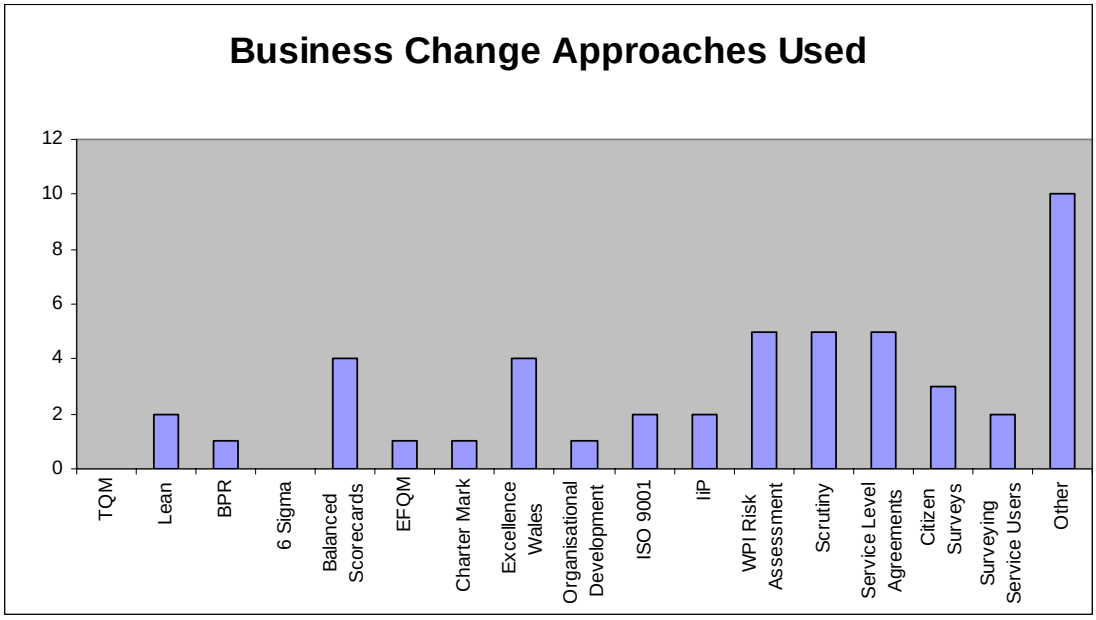
It does **not** cover 'people-related' approaches to achieving change (management development, changed recruitment and structures, organisation development, etc) nor the important discipline of evaluation ('learning from experience'), but does acknowledge their importance.

It links into the separate report 'Developing a National Approach to Business Change in Welsh Local Government.' Both are parts of a larger project looking at how business change is being managed in Wales currently, and approaches which might be used to promote effective change in the future

The subject is vast: this Directory can only be a starting point.

Figure 1, from the research report, shows a reasonably wide range of approaches to business change in Welsh local government, but no clear 'market leader.'

Figure 1: Business Change Approaches in Welsh Local Government



The Changing Welsh Public Sector

This is a particularly challenging time for Welsh local authorities. Important policy developments include:

- Making the Connections (MtC)[1];
- The Beecham Review[2];
- Increased attention to cross-border working (e.g. Wales Spatial Plan[3]);
- The establishment of Regional Partnership Boards;
- Specific Assembly Government pan-Wales policies for Older People, the Environment, Housing, Waste and much else[4];
- EU Convergence and Competitiveness Programmes, requiring cross broader working at both strategic and operational levels.

example:

"The creation of an all singing and dancing contact centre, which is providing services across the Council as well as on behalf of other Councils and other organisations. Better services to the public and far more efficient allowing efficiency gains. Lead officer and internal project team – phased implementation.
Outcome: first class, providing almost 100% response in 15 seconds and almost 90% of queries now handled at first point of contact."

example:

"The Change: We modernised the way citizens can interact with the Authority by introducing call centres and one-stop shops.
The Reason: Under the old system about half of all attempts to contact the Authority by phone failed and if calling in person citizens often had to visit many sites to achieve their ends; sometimes they had to visit more than one site to achieve only one end.
The Management of Change: Done through developing a performance management culture which allowed methodical and purposeful change to be achieved within budget and timescales. Members and officers take part and work successfully together.

[1] '*Making the Connections: Delivering Beyond Boundaries'* WAG 2005
[2] '*Review of Local Service Delivery'* Sir Jeremy Beecham WAG 2006
[3] WAG 2006
[4] See http://new.wales.gov.uk/about/strategy/strategypublications/strategypubs/?lang=en

The Outcome: A better and more cost effective service to citizens (e.g. 92% of telephone calls answered within a very shot time), clearer relationships between 'front' and 'back' offices, more efficient working."

Using the Directory

The Directory looks first at a series of overarching **'methodologies'** – conceptual philosophies/ models for business change and organisational improvement. Pages here are marked 'm'.

Then brief descriptions of **'tools'** (marked 't') outline more specific techniques which can facilitate the planning and implementation of productive change.

Summaries of **'standards'** then describe ways of measuring achievements, typically against particular benchmarks. These entries are marked 'S'.

Case studies of actual business change projects that have been undertaken in local government in Wales are marked 'c'

Throughout the Directory there are pointers to further help and information (marked 'i')

Please note:

- The groupings of methodologies, tools and standards; the allocation of particular approaches into particular groupings; and the summaries of 'the current position' have all been drawn up for this exercise alone – other authors are likely to take quite different views.
- The lists of methodologies, tools and Standards are long, but not exhaustive. The directory concentrates on what is being used within local authorities already, or approaches with what seems to be clear potential for being applied in the public sector.
- The various methodologies are not mutually exclusive: they have developed, evolved and built onto other approaches over time. The same tools are often adopted and adapted by later methodologies.
- As a result, some tools are common to several methodologies; Table 2 summarises these links.
- Terminology and definitions are used differently in different applications and by different writers. We have tried to be as clear as possible in how we use particular terms, but inevitably some overlap and ambiguity remains.

i

A glossary of all the terms used in the Directory has been included in appendix 1.

Please Remember:

The data collected from local authorities in Wales for this project showed most authorities using 'adapted' versions of specific approaches, or 'being influenced by' different methodologies, tools and techniques. This flexibility and opportunism seems to have both strengths and potential weaknesses.

The strengths come from the relevance of what is being done to local needs and opportunities.

The potential weaknesses may arise if the full benefits achievable through adopting, say, a 'lean systems' approach to achieving productive change are blunted because only the most 'convenient' tools and techniques are used, or they are used in a partial way only.

Achieving change needs the commitment and involvement of Elected Members, the Chief Executive and other senior managers. Without this, results are likely to be limited in scope and fail to 'stick'.

example:

"The Authority has necessarily ambitious plans, only some of which have been outlined in this survey and there will undoubtedly be capacity issues as well as a lack of expertise in some areas. It is therefore appropriate for example to think in terms of using external support for some aspects of school modernisation partnering (Open Strategy), regeneration of specific geographical areas of the County and property disposal. Sources of support will be various: academia, SOLACE Enterprises, other consultants. Usual procurement rules will apply. I can't put a figure on the likely total cost. Each will be considered on the merits of the individual case and will be subject to the usual process of scrutiny under programme / project management discipline.."

example:

"Senior management has been restructured. New customer service arrangements have been introduced. Corporate planning and performance management have been improved. The reason for the change is to provide better outcomes for citizens and more cost effective service delivery. The change was managed through clear top management direction, the allocation of dedicated change management

resources and involvement of all stakeholders. The outcome has been reduced senior management costs, improved customer service and tighter performance management."

There can be real dangers in applying any tool or technique in isolation, without looking at the wider implications it might have for a complex organisation.

example:

"Where significant structural and process re-engineering involved, there is a procedure in place to ensure process is properly managed and proper procedures followed."

example:

"The changes have been introduced on a structured basis via a programme management system within which clear actions and milestones are developed. Monitoring arrangements are also in place at a programme and corporate level."

Equally, even the best technical application of an excellent methodology will not work without careful attention to the people in the organisation – their skills, capabilities, motivations, leadership and underlying cultures.

example:

"We have been a pilot for the WAG citizen programme, and used this framework within a few specific service areas. We have a major project on agile working and have employed a change manager who is now formulating a change management strategy for adoption by the whole authority."

Barriers to effective business change often arise that have to be managed effectively by authorities.

example:

"Problems have been encountered amongst both officers and members in coming to terms with the new way of working. Some officers have felt challenged by close monitoring and some members have difficulty in understanding the need for a new way of working. There have also been a few issues over governance of the programme with the Board, although these have now all been successfully resolved. It has been a process of culture change and that always creates issues. Most people

have now adapted to the new conditions and are content with them, to the great advantage of the Council."

example:

"Some inevitable resistance to change and securing the necessary culture shift across the organisation. Some business processes needed to be improved and modernised.."

example:

"Some initial resistance in some departments. This has been overcome."

example:

"Citizen resistance to change and desire for status quo. Some defensiveness from some parts of the organisation to the threat of change."

2. Methodologies

‘Methodologies’ are the conceptual-level philosophies/ models for business change and organisational improvement. More details of their evolution and theoretical background is in the separate report ‘Developing a National Approach to Business Change in Welsh Local Government.’

They are not mutually exclusive and have often developed sequentially, later thinking building on earlier theoretical underpinnings; the same tools have often been adopted and adapted by several methodologies.

Methodology 1: LEAN

Overview

The basis of Lean is simply to do more with less and deliver customer value, using a number of operational tools to counter variability, volatility and product flow - mostly developed and adapted from earlier quality movement methodologies. It has its origins in the Toyota Motor Corporation (Ohno, 1988).

Five 'Lean Principles' should drive an organisation's operations:

- Specify Value: value can only be defined by the customer / end user.
- Identify the Value Stream: the value stream is the set of all the specific actions required to deliver a product/service to the customer.
- Flow: make all remaining value creating steps flow (after waste removal).
- Pull: make or deliver when and only what is pulled by the customer (just-in-time).
- Perfection: strive to continuously improve.

Four main elements of the Lean business philosophy are:

- Standardised Production System (Often Known as Lean Production System).
- Cross Departmental Management (Often related to Process Management).
- Policy Deployment (Concerned with the flow of measures in the organisation).
- Supplier Development (taking the first three into the supply base gaining improvements along the chain of suppliers).

There is a heavy emphasis on working on and improving whole systems (including supply chains) and not merely departments or business units. Organisational costs are reduced through the implementation of Lean; any spare capacity identified is used to deliver further value to the customer.

Lean thinking has evolved since its inception in 1990 and advocates suggest that other approaches and tools (like Six Sigma) can and should be integrated within the lean methodology without contradicting the core objective of providing customer value.

Applying the Methodology

Implementation Principles

An example of a lean implementation program could be:-

- Senior management to agree and discuss their lean vision.
- Management identify project leader and set objectives.
- Communicate plan and vision to the workforce.
- Ask for volunteers to form the Lean Implementation team.
- Train the Implementation Team in the various lean tools - make a point of trying to visit other organisations which have implemented lean to learn from them.
- Select a Pilot Project to implement.
- Run the pilot for 2-3 months - evaluate, review and learn from your mistakes.
- Roll out pilot to other areas.
- Evaluate results, encourage feedback.
- Stabilise the positive results by training staff to the new standards you've developed.
- Once you are satisfied that you have a habitual program, consider introducing the next lean tool.

There are two ways to approach Lean implementation:

- The Rapid Improvement Approach (Kaizen Blitz) – uses rapid improvement events to make many small, quality introduced changes.
- The Full Implementation Approach – a more longitudinal, developmental approach.

Public Sector Applications

The data collected from local authorities in Wales showed lean having a strong influence on the thinking behind improving services to customers, particularly providing information. The idea that ‘customers define value’ has been powerful in making decisions about where extra resources need to be applied and other operations given less attention.

Then, when new ways of working are being developed, careful attention to delivering value in these terms has led to designing new delivery processes which are precisely focused on providing excellent services but using the least resources possible.

This is not to say that change programmes have necessarily been identified as introducing lean approaches formally. They are often presented as ‘just good

management' or 'working out what customers/ citizens want, and how best to deliver it'.

Outside Wales only a few studies describe results of the application of lean in the public sector, primarily because it remains a fairly recent phenomenon.

A Scottish Executive report (Radnor et al, 2006) suggests that the implementation of lean, to varying degrees, has delivered value for the public sector organisations studied. A wide range of tangible outcomes were reported, including:

- Improving customer waiting times to first appointment in the health sector from an average 23 to 12 days
- Improving processing times by two thirds in one local government department
- Achieving more work in less time
- Improvement of customer flow times for patients by 48%
- Reduction in staffing and costs of 105 person reduction in manpower and £31m budget saving in 10 months

The research also reported intangible outcomes that delivered benefits to customers, the organisation and staff, including:

- Culture change to focus on customer requirements and encourage joined up working
- Greater focus on prevention rather than correction of errors
- Better understanding of the needs of the customer
- Improved performance measurement and use of data to manage performance
- Greater staff satisfaction and confidence in themselves and the organisation

This report appears to suggest that lean can add considerable value to public sector organisations. However lean should be integrated with strategy in order to sustain process improvements.

Strengths and Weaknesses

The Scottish Executive reported the following strengths and weaknesses of a Lean approach in the public sector:

Strengths	**Weaknesses**
Rapid Improvement Approach	
• Can focus on tangible objectives • Immediate benefits and impact on service delivery • Less of a challenge to management style • Intensive approach diminishes resistance to change	• Does not immediately affect all staff • Partial involvement • Lack of overall visibility • Potential lack of sustainability • Does not cover all improvement possibilities • Shorter, simpler projects only • May not help embed a culture of continuous improvement
The Full Implementation Approach	
• A complete cultural shift • Massive improvement potential • Sustainability of the changes • Whole system change • Can link changes with strategy	• Bigger implementation challenge • Longer project timescale • Slower achievement of main results • Greater potential for resistance • Less fit with existing management styles • Can lose sight of where it is going.

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i Where to get more information

How to:

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Hines, P., Found, P., and Harrison, R., (2008) Staying Lean: thriving, not just surviving. Lean Enterprise Research Centre, Cardiff University, Cardiff

Review of:

Radnor, Z., Walley, P., Stephens, A. and Bucci, G., (2006), Evaluation of the Lean Approach to Business Management and its Use in the Public Sector. Scottish Executive Social Research

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Public Money and Management, Vol. 28, No. 1, pp3-6
Radnor, Z. and Walley, P., (2008), Learning to Walk Before We Try to Run: Adapting Lean for the Public Sector. Public Money and Management Vol. 28, No. 1, pp13-20
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Methodology 2: 'LEAN SYSTEMS' / SYSTEMS THINKING

Overview

Systems Thinking advocates looking at organisations as a whole, seeking to understand relationships and linkages between departments or people rather than analysing individual departments or units as traditional thinking suggests.

John Seddon (Visiting Professor at Cardiff University) and colleagues have developed a systems methodology they refer to as 'Lean Systems,' adapted it for the service sector, and based on five main principles (ODPM Vanguard, 2006):

- The system established to do the work must be based on customer demand and must consider the work from the customer perspective.
- The system is designed against predictable demand.
- Understanding the flow of the work through the whole system is critical
- Pull. Only do something when it is needed.
- The people working on the work should have the responsibility to design the system to satisfy the customer.

The five main principles of the lean systems approach are similar to the five principles of lean thinking. The main difference (and main contribution) is the 'lean systems' separation of demand for a service into 'value demand' and 'failure demand'. Value demand is described as 'demand we want' (a customer telephones to request information on a service from an authority). Failure demand is demand caused by failure to do something or something right for a customer (a telephone call advising the information requested has not arrived).

The lean systems methodology suggests that failure demand can make up between 20% and 80% of demand in a system. The lean systems methodology advocates redesigning systems to fulfil the function of the service and simultaneously remove failure demand.

Applying the Methodology

Implementation Principles

The lean systems methodology suggests a system or process should be designed against purpose ('what are we here to do'). In turn measures ('how we know how well we're doing') must relate to purpose and should help people understand and

improve performance. The method ('how we deliver our service') should be informed by the customer perspective and the nature of demand.

The lean systems methodology was developed by Vanguard to help service organisations improve performance by applying systems thinking. The lean systems methodology can be applied to an entire organisation, to departments within organisations and to individual services or product delivery lines. However, like lean, it advocates adopting systems thinking at an organisational level and fully integrating with organisational strategy.

Seddon and his colleagues suggest the following steps:

- *Understanding the distinctions* - Top management must understand what it means to change from command and control to systems thinking.
- *Scoping* - A high-level check giving knowledge about customer demand, revenue and service flows, waste and the causes of waste in your organisation. This is to give informed choice about the potential value of making a change and the scope of the change in practical terms.
- *Check* - Understanding the what and why of performance as a system.
- Measures and method - In parallel with 'check', managers work on the relationship between measures and method.
- *Prototyping* - At the earliest opportunity the 'check' team and managers establish a prototype pf the re-design to develop the re-design and determine its anticipated economies.
- *Leader's review* - All of the above work is brought together for a review to enable the leader to make an informed choice about the benefits from adopting the new (systems) design and authorise preparations for implementation.
- *Proof of concept* – The prototype is extended and developed to handle all customer demands; the consequential improvements are tracked with new (system) measures while management develop a new budgeting and management information system.
- *Constancy of purpose* – The leader begins leadership of change with the top management team.
- *Implementation* – The re-design is implemented through either: establishing a working pilot; or making a complete change to the organisation.
- *Changes to policy and practice* – Following the re-design it is vital to renew matters of policy and practice.
- *Finding out what matters to your customers* – Having re-designed and improved your service, organisations should learn about what matters to its customers which may lead to new work.

Public Sector Application

There is much interest in lean systems approaches within Wales, prompted by the work of John Seddon and Vanguard Consulting. There seems to be good reason to expect a number of practical examples of this approach to emerge over the next few months, but no specific examples came to light during the fieldwork for this project,

Looking more widely, a review of the application of 'lean systems' was published by the Office of the Deputy Prime Minister (ODPM) in September 2005. The study reported on three pilot studies undertaken at Tees Valley Housing Group, Leeds South East Homes and Preston City Council. A number of key points were outlined by the report, the first three being:

- "The pilots indicate that systems thinking has the potential to deliver wholesale efficiencies in service delivery. The work undertaken in all three pilots demonstrates cashable and non-cashable efficiency gains and significant service improvements."
- "The efficiency gains arise out of the amount of waste identified. Each system had significant amounts of waste and this methodology allowed for that waste to be identified, categorised and removed."
- "By concentrating on the relationships between sections, systems thinking allows the organisation to look at itself as a whole. This creates organisational development as sections discover that their role is part of the delivery of the overall service and an end in itself."

The report detailed the savings of each of the three pilots as 'actual cost savings' and 'efficiency gains to the reinvested'. Leeds South East reported actual cost savings of approximately £96,900, Preston approximately £9,204, and Tees Valley approximately £75,500. In terms of 'efficiency gains to be reinvested' they reported gains of £43,650; £122,592 and £87,530 respectively.

The report suggests 'lean systems' can deliver significant savings for local authorities and social housing providers. It also suggests the service provided by the organisations studied improved their customer service through the application of 'lean systems'.

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Where to get more information

How to:

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Methodology 3: SIX SIGMA[5]

Overview

Six Sigma is "a business process that allows companies to drastically improve their bottom line by designing and monitoring everyday business activities in ways that minimise waste and resources while increasing customer satisfaction." (Magnusson et 2006)

Like lean and 'lean systems', it is a business process change methodology with origins in manufacturing, building on the post war quality movement in Japan with tools and techniques adapted from TQM, BPR etc. Six Sigma aims to reduce costs and increase quality of product or service through reducing product defects or service delivery failures.

The Six Sigma term refers to reducing effects to levels below the sixth standard deviation away from the norm (widely quoted as a defect in less than 3.4 million items). It has its own set of trained 'champions,' 'black belts' etc to implement change, along with statistical and management tools to measure service quality, reduce variation, reduce costs and improve the internal processes of an organisation, to deliver services that customers want without errors or waste.

Applying the Methodology

Implementation

Six Sigma uses a major improvement method or framework, referred to as DMAIC:

1) *Define:* the process to be improved, the most suitable people to work on the improvement project, the customers of the process and their requirements, create a map to of the process to be improved.
2) *Measure:* identify the key factors influencing the process and decided how to measure them.
3) *Analyse:* and decide which factors need improving.
4) *Improve:* design and implement the most cost effective solution (using cost benefit analyses).
5) *Control:* check whether the improvement was successful and monitor to ensure the improvement is sustainable.

[5] Trademark of Motorola

Successful Six Sigma implementation relies on a basic framework being in place:

- Six Sigma methods assume a leadership capability and team structure (sponsors, champions, process owners, green belts, black belts). If the leadership and roles are not in place the method is significantly weakened.
- Six Sigma assumes there is an agreed and well-understood top level down business process model known and in place. If this is not the case then the detailed process design work is done in isolation of the overall business model, which can be disastrous.
- Six Sigma assumes that the business, including IT, understand the purpose and mandate of the method and how it will integrate to other methods such as the system development life cycle, organisation design methods and change management methods. This is often not the case, resulting in confusion and rework by analysts from these teams.
- Six Sigma assumes a certain level of knowledge and culture within the business including an awareness of the business strategy, understanding of process and confidence with changes to process and systems.

Public Sector Application

Data collected from Welsh local authorities suggested that six sigma is not currently being applied to any great extent formally – usually seen as more relevant to manufacturing.

For those with a basic understanding of six sigma, elements like seeking to define processes and promote continuous improvement could be ‘useful prompts’ – but might also come from quite different methodologies.

More widely, the study could not find any published robust reviews of the application of Six Sigma in the public sector in the UK. However a working paper (Esain et al) suggests that Six Sigma is being applied in the Gwent NHS Trust and the project delivered an increase in appointment slots with existing resources and a reduction in consultation time which taken together allowed the project to balance demand with service capacity.

Strengths and Weaknesses

As with any method Six Sigma has both strengths and weaknesses:

- Six Sigma is particularly strong in analysis and problem definition. The tools and techniques can be quite powerful when applied to the right problem in the right way. However, people in the business often complain that Six Sigma loads the

'front end' analysis, taking too long and delaying the solution design process and ultimately the implementation.

- Six Sigma 'belts' are happy with the analysis methods but often struggle to get other people to 'buy in'. The people and change management aspects of the method very much rely on the capabilities of the individual 'belt'.
- There are also concerns that, although Six Sigma tools can identify the problem, insufficient time and focus may be spent on designing the solution.
- Issues with the Six Sigma method can be heard through the frustrations of the business, IT and project managers. Six Sigma methods can be seen as a non-value add overhead to projects that are already under time and budget pressures.

i Where to get more information

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Methodology 4: Business Process Reengineering (BPR) & Business Process Improvement (BPI)

Overview

The terms Business Process Re-engineering (BPR) and Business Process Improvement (BPI) are used interchangeably within the literature, so we consider them together.

BPI drew on the quality movement and the work of Deming. BPR aimed to improve business performance through reducing costs and increasing speed, service and quality of service delivery.

BPR seeks radical rather than merely continuous improvement, making process orientation a strategic tool and a core competence of the organisation. BPR concentrates on core business processes, and using specific techniques within the JIT and TQM 'toolboxes' as enablers while broadening the process vision.

Information technology has historically played an important role in the reengineering concept. it is considered by some as a major enabler for new forms of working and collaborating within an organisation and across organisational borders.

BPR is, though, also frequently linked to a change in emphasis to a customer-centric, as opposed to an IT-centric, methodology.

Implementation Principles

Table 1: BPR Implementation Methodology (Adesola & Baines, 2006)

Step 1		Step Description	Techniques
	Understand business needs	Develop vision and strategic objectives Perform Competitor analysis Develop organisational model Evaluate current practices, prioritise objectives Scope change Establish measurable targets Develop process objectives and assess readiness Obtain approval and initial project resource Benchmark the process	Organisation model SWOT analysis Force field analysis Readiness assessment Stakeholder analysis Process prioritisation matrix Pareto analysis Process performance table
2	Understand the process	Identify the business process architecture Scope and define the process Capture and model the AS IS process information Model the process	XPat process IDEFO Walkthrough Process flowchart ABC Cause and effect analysis
3	Model and analyse process	Verify and validate the model Measure the existing process performance Analyse the business process	Value added analysis
4	Redesign process	Benchmark the process Identify performance criteria for re-design process Identify focus of re-design activity Model and validate new process model Identify IT requirements Estimate performance of re-designed process	Benchmarking Creative silence workshop Brainstorming
5	Implement new process	Plan the implementation Obtain implementation approval Review change management plan Communicate the change Technological development Make new process operational	

		Train staff Roll-out changes	
6	Assess new process and methodology	Conduct process development and performance date reflections Revise organisational approach	Action plan Evaluation measurement report Customers measurement survey
7	Review new process	Develop strategic view of the business Set process targets and performance Develop a plan to meet targets Implement plan	Process improvement matrix

Public Sector Application

A range of BPR exercises have arisen in Welsh local government mainly without using the BPR 'badge'. Several starting points have been used.

In one case, checking how to get the best out of' a new IT investment soon showed that just upgrading an inherently poorly performing system was going to be risky, expensive and might achieve little in the way of better services less expensively.

A clearer focus on processes soon showed that investments in selecting and training the staff working in that section were going to be more important than 'better kit' alone; followed by building excellent dialogues with the section's customers and other stakeholders. Unit cost reductions of around 30% are being seen, with better customer feedback and staff satisfaction.

Other authorities are taking a more direct approach to implementing BPR, with Powys County Council, as an example, having a team of BPR advisors who work to make services more efficient across the Council.

Strengths and Weaknesses

There have been concerns that BPR has been associated with staffing reductions in the private sector, but proponents are adamant that BPR can point to genuine cost-savings, at the same time as improving customer service and giving staff more 'worthwhile' and secure jobs: "Reengineering didn't start out as a code word for mindless bloodshed..."[6]

[6] Davenport, 1995

Other criticisms brought forward against the BPR concept include:

- Lack of management support for the initiative and thus poor acceptance in the organisation.
- Exaggerated expectations regarding the potential benefits from a BPR initiative and consequently failure to achieve the expected results.
- Underestimation of the resistance to change within the organisation.
- Implementation of generic, so-called-best-practice processes that do not fit specific organisational needs.
- Too much trust in technology-based solutions.
- BPR as a one-off project with limited strategy alignment and long-term perspective.
- Poor project management.

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Methodology 5: Total Quality Management (TQM)

Overview

TQM evolved in the 1990s from quality assurance which built on control concepts. TQM incorporated a number of tools and methods from various quality gurus - Deming's 'Plan Do Check Act', Ishikawa's 'Quality Circles' and Crosby's 'Cost of Quality' - to ensure that' the right things are done right first time' through changed attitudes and behaviour.

Some have argued that TQM has been superseded by Lean, Six Sigma, Systems Thinking and BPR – with the tools, techniques within TQM being adopted and adapted for these later methodologies.

There are eight principles of quality management:

- Customer-focused organisation – organisations depend on their customers and therefore should understand current and future customer needs, meet customer requirements and strive to exceed customer expectations.
- Leadership – leaders establish unity of purpose, direction and the internal environment of the organisation. They create an environment in which people can become fully involved in achieving the organisation's objectives.
- Involvement of people – people at all levels are the essence of an organisation and their full involvement enables their abilities to be used for the organisation's benefit.
- Process approach – a desired result is achieved more efficiently when related resources and activities are managed as a process.
- System approach to management – identifying, understanding and managing a system of interrelated processes for a given objective contributes to the effectiveness and efficiency of the organisation.
- Continual improvement – continual improvement is a permanent objective of an organisation.
- Factual approach to decision making – effective decision are based on the logical and intuitive analysis of data and information.
- Mutually beneficial supplier relationships – mutually beneficial relationships between the organisation and its suppliers enhance the ability of both organisations to create value.[7]

[7] Chartered Quality Institute

Applying the Methodology

Implementation Principles

TQM will force a change in culture, processes and practice. These changes will be more easily facilitated and sustained if there is a formal change management system in place. Such a system will provide many of the facts on which to base change and will also enable changes to be implemented more systematically and permanently.

In order to focus all efforts in any TQM initiative, an organisation must answer the following fundamental questions:

- what is its purpose as a business?
- what is its vision for the business?
- what is its mission?
- what are the factors upon which achievement of its mission depends?
- what are its values?
- what are its objectives?

There are a number of approaches to take towards adopting the TQM philosophy. However, there is no single methodology, only a bundle of tools and techniques.

Examples of tools and techniques include:

- flowcharting
- statistical process control (SPC)
- Pareto analysis
- cause and effect diagrams
- employee and customer surveys.
- benchmarking
- cost of quality
- quality function deployment
- failure mode effects analysis
- design of experiments.

Public Sector Application

Many local authorities in Wales have adopted aspects of TQM – sometimes linked to Wales Quality Award/ EFQM applications (local authority award winners are noted in the ‘standards’ section) or to specific attention to continuous improvement and moves towards promoting higher levels of customer focus.

There are certainly debates about terminology and ‘what counts as TQM’. There is much written material suggesting that TQM has been overtaken by or perhaps subsumed within lean and lean systems approaches, but its influence in many authorities is identifiable and positive.

However categorised, aspects of TQM encouraging a look at how costs may be reduced by cutting out rework and complaints have had an important influence. It has been seen as relevant well way from its origins in manufacturing – unlike some other methodologies.

Strengths and Weaknesses

The Chartered Quality Institute suggest that adopting the TQM philosophy will:

- make an organisation more competitive
- establish a new culture which will enable growth and longevity
- provide a working environment in which everyone can succeed
- reduce stress, waste and friction
- build teams, partnerships and cooperation.

They argue that TQM initiatives have been prone to failure because of common mistakes. These include:

- Allowing external forces or events to drive a TQM initiative.
- An overwhelming desire for quality awards and certificates.
- Organising and perceiving TQM activities as separate from day-to-day work responsibilities.
- Treating TQM as an add-on with little attention given to the required changes in organisation and culture.
- Senior management underestimating the necessary commitment to TQM.

A number of studies have documented the failures of TQM. Andersson et al (2006) quote Harari (1997) who concluded that less than one-third of all TQM projects in the US and Europe achieved significant or even tangible improvements in productivity, quality or financial benefits.

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i Where to get more information

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Methodology 6: Kafka Brigade

Overview

The Kafka Brigade is an independent, non-profit action research team based in the Netherlands. They look at assessing service delivery from a citizen's perspective gathering all involved front line workers, managers and policymakers around particular cases. The Kafka Brigade uses action research methods to draw more general lessons from every case. As it moves from problem identification to solution, the Brigade taps into and builds on the expertise of staff who are ultimately responsible for improving and sustaining the public organisation's performance.

The Brigade's method allows it to quickly diagnose and remedy the key problems standing in the way of top quality service. To determine where and why a bureaucracy has broken down, the Kafka Brigade puts itself in the shoes of the people whom it serves.

Applying the Methodology

Implementation Principles

The Kafka Brigade is called upon to diagnose and remedy broken bureaucratic processes. It takes on this challenge with the following six-step approach (in approximately three months):

- *Step 1: Explorative research & case selection*
  The Brigade begins by conducting an initial appraisal of the problematic situation. A thorough exploration of the situation takes place in order to define with greater precision the causes, characteristics and gravity of the problem.

- *Step 2: Case research & preliminary reports*
  A second, more detailed investigation is then performed focusing on one or more specific cases which are representative of the broader problem. This stage of research involves interviews with citizens and dossier analysis. Drawing on the insights of the exploratory and case analyses, two preliminary reports are prepared. The first report is a narrative description of the citizen's experience. The second is a factual, step-by-step description of the process or procedure under scrutiny.

- *Step 3: Expert critique of the preliminary analysis*
  These two reports are carefully reviewed with front line staff, policy makers and other experts. By subjecting these findings to critical scrutiny, the Kafka Brigade gains additional insight into the problem and confirms whether its initial analysis is on track.

- *Step 4: Collective performance review*
  It is time to bring everyone with a stake in solving the problem together. A special meeting is held with members of the public, front line staff, managers, policy professionals and other concerned parties. The meeting is carefully moderated to ensure that all participants remain engaged, focused and committed to solving the problem. Not buy talking about grand (re)designs or simply pointing fingers but by formulating small first steps./ The three desired outcomes of this meeting are, respectively, to (i) arrive at a shared definition of the problem, (ii) identify and explore possible solutions, and (iii) agree on an initial set of corrective actions to take which will lay the foundation for a broader, more systemic remedy.

- *Step 5: Final recommendations & action plan*
  The Kafka Brigade presents its final recommendations in the form of a concise, high impact action plan. This includes a practical list of actions for all participants in the project. The recommended actions are designed to address structural weaknesses in the organisations, not just remedy the original problem which sparked the investigation.

- *Step 6: Follow up review*
  Three to six months after the submission of its final report, the Kafka Brigade will revisit the client organisation and other involved agencies to assess the extend to which its recommendations have been implemented and their overall effectiveness.

Public Sector Application

This approach has been designed specifically with the public sector in mind and the Kafka Brigade has experienced significant success with its approach with public sector organisations in the Netherlands and elsewhere.

Relatively new in Wales, the Kafka Brigade have been appointed by the Welsh Assembly Government to undertake pilot case studies with three Local Service Boards (Carmarthen, Cardiff and Swansea), in order to assist in diagnosing and remedying key problems standing in the way of providing top quality public services.

Where to get more information

www.kafkabrigade.nl

3. Tools and Techniques

Many tools and techniques have been used or promoted to support change management in the public sector.

Some are very similar to each other, others do not seem to have been much used in the public sector (or maybe not at all). A number tend to be used across a range of applications, others are more specific to a particular ethos.

We have grouped these tools and techniques under the following 9 headings:

- Mapping and Charting
- Statistical Analysis, Benchmarking
- Managing Suppliers, Supply Chains
- Continuous Improvement
- Financial Tools
- Inventory Management
- Managing / Motivating People
- Minimising Waste / Effective Use of Time and Other Resources
- Product / Service Development
- Implementation

Many tools can be applied within different methodologies. The research team went to considerable lengths to map the various tools against the methodologies used earlier. Some clear patterns emerged, for example the tools listed under Statistical Analysis, Mapping and Charting and Financial Tools are used very widely across most methodologies. Others, e.g. Pokayoke, Kano Model and Supplier Partnerships are much more specific to their methodologies. Detailed mapping of all tools and techniques listed was not feasible, partly because the full list of tools is very long, partly because of varied definition and particularly because of limited evidence within the Welsh public sector context about how particular tools and methodologies are being linked.

This table must only be used as a guide; there are varied definitions and categorisations of tools, techniques and methodologies. We also concentrate on what seem to be the tools of most interest and relevance to the Welsh public sector either now or in the future.

Mapping and Charting

Overview:
Maps and charts of key processes are widely used because:

- They are a convenient way of summarising or presenting complexity
- They spell out links and relationships clearly
- They can be a good way of helping other people 'see what you men'
- Can point out bottlenecks, potentially redundant organisational components
- Allow cause-and-effect and sequential relationships to be probed
- Allow some important 'what-if' questions to be considered

Some of the Tools

Affinity Diagram: a tool that gathers large amounts of data together and groups the data based on their natural relationships.

Brown Paper Charts: High level diagram showing main service delivery process and layout of workplace.

Capability Data and Capability Charts: Demonstrate trends and averages of demands on a service, also predictability around those averages. Charts include upper control limits (UCL) and lower control limits (LCL) that detail maximum and minimum demands on a service (telephone calls / letters).

Control Charts: a time series chart to monitor variation using upper and lower control limits (similar to capability charts detailed in 'lean systems').

Demand Amplification Map: Maps disturbances along a supply-chain, useful in understanding demand fluctuations.

Histograms: a visual statistical chart to display tabulated frequencies

Point of Production Control: a visual mechanism for displaying real time information and should be situated in the workplace.

Product Family Analysis: Grouping of full service or product range in order to group services that can be managed together.

Process Capability Analysis: A graphical technique to assess process capability by plotting the process specification limits on a histogram.

Process Mapping**:** See Value Stream Mapping.

Quality Filter Map: Part of the Value Stream Map and aims to identify quality problems in a process.

Root Cause Analysis: fundamental to the principles of lean and TQM where the identification and elimination of the root causes of a problem is paramount. It aims to solve problems at the root not just superficially.

Runners, Repeaters, Strangers: a means of categorising products or product families. It originated in Lucas Industries in the late 1980's and is used in Lean scheduling.

Service Blueprinting: Useful where service deliverers have multi contact points with customers. Aims to identify points where service fails customers and points where value could be added for customers.

Service FMECA: Failure Mode Effect and Criticality Analysis is a technique used to chart the probability of failure modes against the severity of their consequences.

Short Run SPC: Traditional SPC relies on long runs in order to get the right amount of sample data whereas this approach is more appropriate to mixed batch production. This is achieved by undertaking SPC in the normal manner but making the products standardised in some manner so that results can be compared.

SIPOC diagram**:** A tool for creating a high level process map (**S**uppliers, **I**nput, **P**rocess, **O**utput, **C**ustomers)

Spaghetti Diagrams: A workspace layout tool, it tracks or maps people and materials movement in order to remove waste in terms of unnecessary movement.

Storyboards: Storyboards are used to assist in problem solving by use of visual history, usually related to the 7 tools of quality. A brown paper chart is a variation on this and is a means of creating a visual depiction of a process.

Time Charting and Analysis: this has much in common with the 7 tools but aims to go further than the removal of quality problems. The aim of this approach is to reduce the critical path but not by adding additional resources and if possible reducing these resources.

Value Stream Map / 'Learning to See': Maps or details every stage of delivering a service to a customer and includes all material and information flows. The current state is mapped and a future state is developed once waste has been identified and removed.

4 Fields Mapping: A type of project management system, which varies from the traditional technique in that firstly it is designed so that the next steps cannot continue unless the right standard (determined prior to the commencement of the project) has been achieved. Secondly the approach is designed so that a standard process approach may be adopted and that lessons learnt from the previous work can be incorporated.

Applying the Tools

Various different forms of mapping processes, data exchanges, responsibility patterns, etc were described during the data collection programmes for this project – usually **not** using specific headings recognisable from the literature (value-stream mapping, etc.

It was clear from the literature review and the work of individual local authorities that well-mapped process provides a clear summary of many key relationships and formal arrangements. Charts are (usually) good tools for achieving quick, shared understanding of 'how things work' and where problems or opportunities may lie

Drawing up fully detailed maps and charts can be time-consuming, and require some expertise.

Informal arrangement may well vary from the 'officially charted' systems and processes.

Formal charts cannot easily incorporate crucial human factors which make an important difference to performance: motivation, communications, skill level, leadership, etc.

Statistical Analysis, Benchmarking

Overview:
Correctly analysing statistics associated with business performance and processes allows managers to answer questions like:

- What exactly is the organisation producing?
- Is it producing outputs efficiently?
- Who are our customers? What do they want/ need?
- Are there opportunities for changing what we deliver to save costs/ improve service?
- Do we have reliability/ consistency problems?
- Which trends and patterns in the business are important?
- Where might we get the best results from our efforts and investments?
- Are things improving? If so, in what ways; how quickly?

Sometimes a degree of technical expertise is important; more often the tools are inherently simple for a capable manager to use day-by-day.

Some of the Tools

Balanced Scorecard Productivity Accounting: The balanced score card was developed by Kaplan and Norton to provide a technique to incorporate more than just financial measures. The technique consists of four aspects; financial measures, customer measures, business process measures and learning & growth.

Benchmarking: enables an organisation to compare their existing performance and processes to others to assess performance

Capability Data and Capability Charts: Demonstrate trends and averages of demands on a service, also predictability around those averages. Charts include upper control limits (UCL) and lower control limits (LCL) that detail maximum and minimum demands on a service (telephone calls / letters).

Concept Screening: Developed by Stuart Pugh , a simple tool which compares competing concepts with customer needs to evaluate the best concept to achieve customer satisfaction. A benchmark concept is selected (an industrial standard for example) and all other concepts are rated against this standard.

Forcefield Analysis: Developed by Kurt Lewis, it provides a framework for looking at the forces that influence a situation, either driving movement towards a goal (helping forces) or blocking movement towards a goal (hindering forces).

Hypothesis Testing: a statistical method to test theories and assumptions with quantitative data.

Pareto Analysis (the 80/20 rule): Analyse where organisational problems reside using Pareto analysis, usually most (80%) of problems are due to a small (20%) number of areas.

Pre-control: An alternative to Statistical Process Control (SPC) which is based on the design tolerance rather than process variation. It allows for a more rapid feed back on the stability of the design.

Quality Functional Deployment (QFD): a method used in the development of a concept of products and services or analysis of an issue. The method assesses the wants of the customer with the proposed features of the product, it also allows for the comparison of a competing product by a cross-functional team.

Regression & Correlation Analysis: statistical tools used to examine relationships between variables.

Service FMECA: Failure Mode Effect and Criticality Analysis is a technique used to chart the probability of failure modes against the severity of their consequences.

SERVQUAL: a survey tool that calculates 'gap scores' to measure the difference between expectations and perceptions for different aspects of services.

Statistical Process Control (SPC): a statistical technique to measure and analyse the variation in processes.

SWOT Analysis: SWOT Analysis is a strategic planning method used to evaluate the Strengths, Weaknesses, Opportunities, and Threats involved in a project or in a business venture. It involves specifying the objective of the business venture or project and identifying the internal and external factors that are favourable and unfavourable to achieving that objective.

Time Charting and Analysis: this has much in common with the 7 tools but aims to go further than the removal of quality problems. The aim of this approach is to reduce the critical path but not by adding additional resources and if possible reducing these resources.

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***Value Engineering, Value Analysis and Value Management*:** these techniques have traditionally used to reduce cost in engineering design. It can however be used to review quality and productivity issues hence the use of the term value management to differentiate the ability for application in these areas.

Applying the tools

Simply quantifying key aspects of service delivery patterns and making very basic comparisons emerged as an important element of managing change in local authorities in Wales currently (’exactly how long does it take to reply to correspondence?’; ‘how many people have to authorise a visit?’ etc). This can prompt further questions, and a variety of analyses.

As Figure 1 shows, many techniques are used to some extent the overall adoption of any one is not high.

Pareto analyses (‘the 80:20 rule’) are widely used to give a quick assessment of where the bulk of propblems, potential savings, and opportunities to improve services may lie – ‘quick and simple, almost subconscious’).

Strengths/ Weaknesses/ Opportunities/ Threats (SWOT) analyses are also widely used across Welsh local government – often to check quickly on whether options for change may encounter problems.

The Balanced Sorecard has been of interest recently as a means of assesing an organisation’s performance ‘in the round’ – not just on financial grounds – but tactical aplications seem to be limited.

Some tools and techiques need specialists (regression analysis, etc).

More generally, care must be taken to compare like with like; focussing on what can easily be measured may lead to neglecting potentially more important issues.

Managing Suppliers / Supply Chains

Overview

Supply chain management is the process of planning, implementing and controlling the operations of the supply chain as efficiently as possible. Supply Chain Management spans all movement and storage of raw materials, work-in-process inventory, and finished goods from point-of-origin to point-of-consumption.

Some of the Tools

Supplier Association: an extension of supplier partnerships and a means of aligning the supply base to achieve joint development through the use of a club. The largest concentration of supplier associations outside Japan is in Wales.

Supplier Partnerships: this approach depends on partnership as opposed to confrontation to gain mutual advantage along the supply chain. This approach is key to Lean as the key here is the elimination of waste between organisations as well as inside the organisation.

Systems Dynamics, Systems Thinking and Learning: a modelling technique used for understanding complex systems. Systems dynamics is a branch of systems thinking which looks at problems as a whole rather than in their constituent parts and is another means of applying continuous improvement.

Applying the Tools

Public procurement rules are said to make it difficult for Welsh local authorities to work with specific suppliers over an extended period in the same way that, say, Toyota has.

A number of examples of authorities forming 'framework agreements', call-off contracts and other relationships arose, however, which can bring opportunities to build relationships which may lead to mutual cost-savings as suppliers gain a better understanding of customer needs and become able to respond more precisely, cost-effectively and quickly.

Continuous Improvement

Overview

Continuous Improvement as a series of techniques was initially promoted within the Japanese manufacturing industry, often as 'Kaizen'. The goal is to improve processes and products over time, taking care to maintain improved performance levels as they are achieved, at the same time as seeking out further opportunities for improvement.

Introducing Continuous Improvement means changing the culture of a company, challenging staff to change their behaviour and upgrade their work. Typical changes will include:

- cutting out pointless activities
- making products and carrying out processes more efficiently
- making processes common and consistent throughout the business

The process never stops; sustained success is more likely in organisations which regularly review their business methods and processes in the drive for improvement.

Some of the Tools

Check, Plan, Do (An adaptation of Deming's PDCA): The Lean Systems methodology assess and redesigns a system from the customer's perspective by using Check (an analysis of the current system), Plan (establish a framework to remove the waste in the system), Do (redesign the system to remove waste).

Kano Model: Dr Noriaki Kano developed the Kano Model. This model helps to classify the features of a product and is used in product development. The Kano model details three product or service factors, these are Basic (or must be) features, performance (or more is better) features and Delighter (or excitement) factors. These factors combine to create customer satisfaction in a product or service.

Kaizen Blitz / Kiakaku: Radical Improvement or Instant Revolution. This approach enables a concentrated review of one area of the business in order to make dramatic improvement in a number of measures. This approach focuses on the removal of waste. The approach incorporates a number of other Lean tools, dependant on the defined objective of the activity.

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Plan, Do, Check, Act (PDCA) / PDSA: A method or approach to carrying out business process improvements, they should be cyclical, revised and revisited to ensure organisations strive for perfection and enshrine quality.

Production Flow Analysis: a means of analysis which determines cells for 100% of production.

Soft System Methodology: Peter Checkland developed this approach to problem solving where quantification is difficult, this is a tool for improvement rather than solution. This is a disciplined analysis of a complex set of issues.

Value Engineering, Value Analysis and Value Management: these techniques have traditionally used to reduce cost in engineering design. It can however be used to review quality and productivity issues hence the use of the term value management to differentiate the ability for application in these areas.

Value Focused Thinking: value focused thinking starts with a constraint free vision and then you design the output to achieve this. All future decisions can be made to ensure they are compatible with the vision.

Applying the Tools

The thinking and assumptions behind continuous improvement do seem to have entered many managers' woking assumptions through efforts to 'keep on finding better ways of doing things', 'repeatedly reducing inventory' and so on.

'Classic' continuous improvement tends to be seen as more relevant for manufacturing by the local authorities suveyed for this project, but individual tools (Plan Do Check Act , etc) are influential, and the concepts of 'stretching targets' and there being no 'end to improvement' are widely included in change management actions.

Perhaps superceeded by some of the techniques more closely associated with 'lean'.

Financial Tools

Overview
Financial analyses are central to most change programms – acting as the initial spur, central to assessing options, and monitoring key aspects of progress.

Some of the Tools

Cost Benefit Analysis: a quantitative tool using costs to determine whether to follow a course of action or project.

Open Book Management: Transparency of costs between customer and supplier in order to remove waste across the supply chain.

Productivity Accounting: a means of assessing financial performance which is more appropriate to operations management. The connection between product price and productivity enables any improvement in productivity to be understood and reflected in management accounting.

Quality Costing: monitors the costs incurred to maintain a quality project or process.

Target Costing: An alternative method of estimating price and cost, used in value engineering. This method calculates the price, which the market will bare, removes profit and then cascades the target cost of each component to make the price achievable.

Value Engineering, Value Analysis and Value Management: these techniques have traditionally used to reduce cost in engineering design. It can however be used to review quality and productivity issues hence the use of the term value management to differentiate the ability for application in these areas.

Applying the Tools

Welsh local authorities make extensive use of financial data in triggering, implementing and monitoring business change. These analyses can be essential starting points through, for example, pointing to priorities of change.

Most of the specific tools identified above are not used formally (there can be exceptions, e.g. cost-benefit analysis).

But comparisons with other authorities, assessing what seem to be high unit costs for services, and asking questions about alternative ways of allocating funds to meet customer/ citizen needs are widespread and powerful.

Sometimes resources may need to be made available to achieve better service delivery: some evidence of ‘spend to save’ funds, and allocations of resources ‘to allow the investments needed to deliver improvements’’ came to light.

Inventory Management

Overview
The goal of effective inventory management is to minimise the total costs - direct and indirect - that are associated with holding inventories.

Some of the Tools

5S / 5C / CANDO: The basic housekeeping discipline for lean, quality and a safe working environment.

- *S*ort – items used into order and discard anything not used
- *S*et in order – locate what is used in the best place using shadow boards and inventory footprints
- *S*weep – keep the workplace tidy and in order
- *S*tandardise – develop standards for the first 3 Ss once agreed
- *S*ustain – everyone participates in 5S and should become part of procedures / culture.

Kanban: A visual device (usually a card) to facilitate pull within a system or process.

Pokayoke (Mistake Proofing): Make a service or product so that it cannot be used in an incorrect way.

Route Learning Maps**:** A big picture that can be drawn on A0 paper to explain and communicate an organisations lean implementation plan or 'lean journey'.

Throughput, Inventory, Operating Expense: These are considered to be the most appropriate measures for the flow of materials within the Goldratt approach to operations management. The definitions may be different to those normally used and Goldratt indicates that an investment should be made against these criteria.

Value Engineering, Value Analysis and Value Management: these techniques have traditionally used to reduce cost in engineering design. It can however be used to review quality and productivity issues hence the use of the term value management to differentiate the ability for application in these areas.

Zero Inventory: Inventory Cost and Waste**:** the lean approach requires the management of inventory to a point where perfection is achieved. In traditional thinking the financing of inventory will attract various overheads, in lean there is believed to be even more cost associated with the inventory held and hence it is seen as one of the 7 wastes.

Applying the Tools

Inventory management techniques are crucial in manufactuing but seen as relevant for only cetain parts of Welsh local authority operations.

Nevrtheless the data collected for this project pointed to much interest in managing inventory effectively – particularly in workshops and depots. As with other tools and techniques, formal application of, say, Kanban techniques may not be apparent, but attention to buying spares and consumbles only when needed (perhaps using a ‘bin card’ system) has many common features.

Effective inventory management runs through all the broader methodologies looked at earlier.

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Minimising Waste / Effective Use of Time and Other Resources

Overview

More efficient and effective deployment of an organisation's resources when andd where they are needed underpins busines chang pogrammes.

Resources needing attention include finance, inventory, people, production resources, or information technology.

Crucialy, people working directly with particlar services or delivery processes need to be involved.

Some of the Tools

5S / 5C / CANDO: The basic housekeeping discipline for lean, quality and a safe working environment.

- *S*ort – items used into order and discard anything not used
- *S*et in order – locate what is used in the best place using shadow boards and inventory footprints
- *S*weep – keep the workplace tidy and in order
- *S*tandardise – develop standards for the first 3 Ss once agreed
- *S*ustain – everyone participates in 5S and should become part of procedures / culture.

Open Space Technology:

based on North American Indian 'pow – wow' and African tribal democracy. It can work with between 5 – 500 people and focuses on dealing with an ill-structured problem. It is about treating participants as having valuable opinions and down playing rank. The idea is to give the participants the time, space and opportunity to decide what to do and what to talk about.

Brainstorming: A team-based open ideas and thoughts exchange

Ubunta & Kyosei: Ubunta means the fusion of modern management with tribal thinking its basis is in the belief that anyone can have a good idea and that people should be listened to sympathetically. Kyosei means to work together in a spirit of co-operation for the common good of all interests and has been associated with Cannon.

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***Constraints, Bottlenecks and the Synchronous Rules*:** Based on the principals of Eli Goldratt four types of constraint are identified these are physical, logistical, managerial and behavioural. The physical constraint in scheduling is the bottleneck. The synchronous rules (or OPT) were developed to manage the physical constraint of a bottleneck. The principal is that an organisations production is governed by the bottleneck, therefore it determines the capacity of the organisation and hence should be the point of management and this should determine the flow rate of production through the other equipment.

Demand Management (Internal & External): A series of ideas / suggestions in order to 'smooth' the demand of a service in order to facilitate better flow.

Kaizen Blitz / Kiakaku: Radical Improvement or Instant Revolution. This approach enables a concentrated review of one area of the business in order to make dramatic improvement in a number of measures. This approach focuses on the removal of waste. The approach incorporates a number of other Lean tools, dependant on the defined objective of the activity.

Mass Customisation: Joseph Pine articulated the combination of both volume production and customisation of product. This had not been considered possible but has become more accepted. He describes 5 methods of achieving mass customisation.

Mixed Model Production: This is a technique of Lean and enables production of a variety of different products along the same production line. The outcome is the ability to supply product to the customer demand as opposed to in batches.

Simultaneous Engineering & Set-Based Concurrent Engineering: Simultaneous engineering is a means of compressing the timeframe for design so that work can take place in parallel but via a defined gating process and controlled by a project manager. Set-Based concurrent engineering is not as prescriptive as simultaneous engineering and allows the group to make the decisions including the supply base. It works on the principal of variety as late as possible in the design process.

Takt Time: The time it takes for a product or service to be delivered to a customer.

Throughput, Inventory, Operating Expense: These are considered to be the most appropriate measures for the flow of materials within the Goldratt approach to operations management. The definitions may be different to those normally used and Goldratt indicates that an investment should be made against these criteria.

Applying the Tools

There is certainly evidence of progress, but minimising waste and engaging staff in change processes are areas where Welsh local government (and probably the public sector as a whole) ‘could do better’.

At a detailed level, many managers are experienced at using Brainstorming techniques for gathering idea, and some elements of reducing Bottlenecks and other constraints on cost-effective service delivery.

In practice, broader programmes (particularly lean) are likely to address these issues.

Many specific techniques retain a strong manufacturing bias.

Implementation, Monitoring, Evaluation

Overview
Business change progammes need managing as important projects in their own right, including monitoring how they are proceeding and evaluating their impact.

Some of the Tools

Kotter's 8 Steps: In his book 'The Heart of Change', John P Kotter advocates eight key steps to successful change:

i. Create a sense of urgency
ii. Put together a guiding team
iii. Create visions and strategies
iv. Communicate for buy-in
v. Empower people
vi. Produce short-term wins
vii. Build momentum
viii. Nurture a new culture.

Action Planning*:* Action planning should focus ideas and to decide what steps are needed to achieve particular goals.

PRINCE2: (**PR**ojects **IN C**ontrolled **E**nvironments) is a process-based method for effective project management, the 'd**e** facto standard used extensively by the UK Government'.

The 'Green Book' (www.greenbook.treasury.gov.uk) is designed to ensure that effective evaluation takes place, to answer the questions: are there better ways to achieve this objective? Are there better uses for these resources?

Applying the Tools

Data collected for this project pointed to business change programmes being managed and monitored in a variety of ways. Chief Executives in particular need to be able to appreciate 'how things are going' both at a longer-tem level as strategies

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are implemented and at a more day-to-day level to be sure results really are being achieved.

Managers responsible for delivering business change may use formal monitoring approaches, but sometimes see this as inappropriate, particularly if changes are being sought incrementally, perhaps opportunistically.

A further complication arises if senior managers do not wish to declare their full medium-term ‘change agenda,’ perhaps focusing first on engaging staff, ensuring that key staff have the right skill sets, and winning ‘hearts and minds’.

Evaluating the impact of business change programmes seems to have been given fairly limited attention so far – perhaps something needing more attention in future.

4. Standards

Standards allow externally validated assessments of particular aspects of an organisation's performance to be made.

For example, ISO 9001 allows an organisation to find out whether its Quality Management arrangements meet set requirement; ISO 14001 fulfils the same function for environmental management systems; Inventors in People is based around a National Standard for the ways in which staff are trained, managed and motivated.

Internal assessment can provide important 'benchmark' evidence, for subsequent monitoring an improvement.

External assessments give independent and 'objective' reviews; feedback following external assessments can be important triggers for further business change.

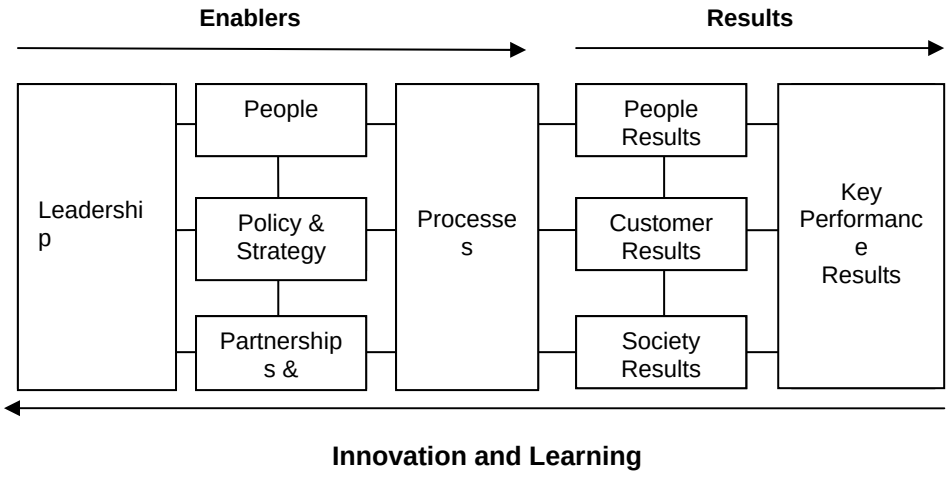
Standards may be linked to prestigious awards (the EFQM / BEM underpins the Wales Quality Award, for example).

EFQM / BEM

Overview

The European Foundation Quality Model (EFQM) / Business Excellence Model (BEM) is a non-prescriptive framework based on nine criteria, see figure 1 below. The nine criteria are made up of five 'enablers' and four 'results', the enablers cover what an organisation does and the results what it achieves. The model suggests results are derived from practicing the enablers. The EFQM / BEM model advocates organisations self assess against the nine criteria and record measures in order to compare performance internally, externally and over time.

Figure 2: The EFQM Model (EFQM, 2003)



Applying the Model

The EFQM / BEM model is used in a number of ways in the Welsh public sector, including internal support for business change, but it is also the basis for the Wales Quality Awards, which attract widespread interest amongst the pubic sector in Wales.

In the 2007 Wales Quality Awards, the prize for most improved organisation went to Torfaen CBC's Planning and Public Protection service; and the prize for Process Improvement went to Cardiff CC's Strategic Planning and Environment service.

More widely, the desk research for this assignment found two reports detailing the application of EFQM in the UK public sector, one at South Staffordshire Council and another at Stirling Council. The former detailed the application of EFQM in the council's customer contact centre which employed ten people (7.5 FTEs). The

EFQM model was used to define the measures the new unit were to use and what customer satisfaction could be delivered. The report concluded “the self-assessment proved to be a valuable foundation for future thinking about customers and sustaining and improving performance” (Jacobs & Suckling, 2007 p377).

The report by George, Cooper and Douglas (2003) based on a case study at Stirling Council suggests “take up of the model (EFQM) has already exceeded 30% of Local Authorities, with over 90% reporting that the rate of improvement has increased as a direct result” (George et al, 2003 p122). The report provides details of the application of the EFQM model within the ‘Technical Services’ area of the authority. The report stated that a number of benefits had accrued to the service including; “an awareness and understanding throughout the service of the need for continuous improvement in order to meet the present and future challenges posed by ‘best value’”. However the report did not detail any quantitative performance improvements as it was a pilot.

Where to get more Information

See references listed above under TQM

ISO 9001

Overview

ISO 9001 is by far the world's most established quality framework, currently being used by over ¾ million organisations in 161 countries, and sets the standard not only for quality management systems, but management systems in general.

The ISO 9001 series of standards consist of:

- ISO 9000 – Fundamentals and Vocabulary: introduces the user to the concepts behind the management systems and specifies the terminology used.
- ISO 9001 – Requirements: this sets out the criteria you will need to meet if you wish to operate in accordance with the standard and gain certification.
- ISO 9004 – Guidelines for performance improvement: based upon the eight quality management principles, these are designed to be used by senior management as a framework to guide their organisations towards improved performance by considering the needs of all interested parties, not just customers.

ISO 9001 is 'suitable for any organisation looking to improve the way it is operated and managed, regardless of size or sector. However, the best returns on investment come from those who are prepared to implement it throughout their organisation rather than at particular sites, departments or divisions'.[8]

Applying the Standard

ISO 9001 is used very widely across the public sector as a means of ensuring systems and procedures are in place for delivering and checking services, noting and acting on complaints and examples of service standards not being met.

Links with business change programmes come mainly from ensuring consistency of delivery, and generating information to support further improvements.

In the literature, ISO is sometimes seen as having been superseded by TQM and Lean. Advocates of change management linked to ISO 9001, however, point to its Plan Check Do Act structure as evidence for its role in promoting continuous improvement, and tracking progress.

[8] http://www.bsigroup.co.uk/en/Assessment-and-Certification-services/Management-systems/Standards-and-Schemes/ISO-9001/

i Where to get more Information

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ISO 14001

Overview

ISO 14000 is a series of international standards on environmental management. It provides a framework for the development of an environmental management system and the supporting audit programme.

ISO 14001 is the corner stone standard of the ISO 14000 series. It specifies a framework of control for an Environmental Management System against which an organisation can be certified by a third party.

Applying the Standard

Good environmental management systems may, in principle, trigger good business change if it is found that fundamental processes are wasteful or inefficient. Although widely adopted by Welsh local authorities, ISO 14001 seems to be much more closely aligned with 'green' and 'sustainability' agendas at present.

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Where to get more Information

http://www.iso14000-iso14001-environmental-management.com/
Also, see references listed above

Investors in People

Overview

The Investors in People Standard provides a framework to help improve the way organisations work with their and achieve success through their staff.

The Investors in People Standard is based on three key principles:

- *Plan* – Developing strategies to improve the performance of the organisation
- *Do* – Taking action to improve the performance of the organisation
- *Review* – Evaluating the impact on the performance of the organisation.[9]

Ten Indicators then encourage attention to more detailed operational processes including communicating the strategy, developing people, recognising achievements, and continually improving the ways in which people are managed and developed,

Applying the Standard

Investors in People calls for a disciplined, diagnostic exercise, followed by action planning leading to an accredited assessor forming a view about whether the organisation meets the full terms of the national standard (formal decisions are taken by an independent panel on the advice of the assessor).

Many public sector bodies have used this process to promote a more productive, engaged and innovative workforce – essential resources for effective change.

Where to get more Information

A wide range of case studies and support materials are available on:
http://www.investorsinpeople.co.uk

[9] http://www.investorsinpeople.co.uk/Standard/Introducing/Pages/Home.aspx

Excellence Wales

Overview

Excellence Wales has three key aims:-

- to promote learning from peers and thereby improve collective performance;
- to offer local authorities in Wales the opportunity to recognise and celebrate notable practice; and
- to promote a positive image of local government in the national and local media.

Excellence Wales has been established with the following key principles:

- Openness, learning and knowledge exchange to support improvements in service delivery, through a collaborative approach with local authorities and external parties, so that ultimately- "everyone is a winner".
- Building on other schemes, like Beacon councils, existing award schemes like the Association of Public Service Excellence (APSE) or the Municipal Journal, and working with them and the regulators, to achieve national credibility and standing for the scheme and Welsh local government.
- The scheme evolves to incorporate year on year improvements and adjustments such as to extend the scheme so that the wider public sector family can apply for Excellence Wales status; "certificate of recognition" awards for pockets of good practice; refined application processes.

Applying the Standard

Practical examples

Each year the Excellence Wales awards focus on specific themes. Local authorities, the Police, Fire and Rescue Services and National Parks are given the opportunity to submit an application for an award under any or all of these themes in areas they feel they are performing particularly well. The applications are judged by a panel and awards made. The successful parties are then required to host a number of events to share information on the area awarded.

Strengths and weaknesses

Excellence Wales provides the opportunity to showcase good practice and share information across the public sector in Wales. However, focuses on past achievements and good practice and not necessarily specific tools and techniques, nor 'stretching' targets of business change.

Where to get more Information

http://www.wlga.gov.uk/english/excellence-wales/

5. Case Studies

The purpose of case studies was to find specific examples of business change that had occurred within Welsh local government and to explore them in greater depth.

Case studies were identified through the questionnaire survey and from suggestions made by key informants to the project.

Contact details are provided at the end of each case study should you require further information.

Business Tools to Help Manage Change: Access to Services - Powys County Council

Background

Recognising the fragmented nature of service provision and the frustrations experienced by its customers, the council signed up to a vision of a transformed approach in September 2003, moving from a silo based approach to one which is customer focussed. The transformational programme aligned closely with the Authority's wider strategic aims and also echoed central government thinking and the Making the Connections agenda.

The Approach

Access to Services (A2S) aims to improve the efficiency and effectiveness of service delivery and increase customer satisfaction by transforming the way in which the council interacts with its customers, specifically through establishing a corporate distributed contact centre and corporate face to face customer services arrangements to provide a single gateway to local government and partner services in Powys.

As the A2S Vision was emerging, so too was the authority's recognition that it needed to formalise its programme and project management arrangements and it engaged the services of a Programme & Project Management Specialist to establish both a corporate level programme together with a tailor made programme and project management methodology and toolkit built around the principles specified in PRINCE2. As a result, Aim High Powys (AHP) Programme was established which incorporated 7 high level transformation projects across the Council. Although A2S could be classified as a programme in its own right, it was presented as a phased project within AHP.

Recognising that to establish a corporate distributed contact centre and corporate face to face customer service, the Council would need to integrate a number of targeted services, re-engineer the processes and migrate those particular customer facing elements to the contact centre. This re-engineering would identify staff resource and produce efficiencies that could be re-invested in customer focussed technology. Powys CC engaged the

services of Capita Business Services Ltd to provide capacity in Business Process Re-engineering (BPR) and provide a platform from which to develop home-grown capacity by providing mentoring and skills transfer and develop Powys' personalised BPR approach and methodology (Fig 1.).

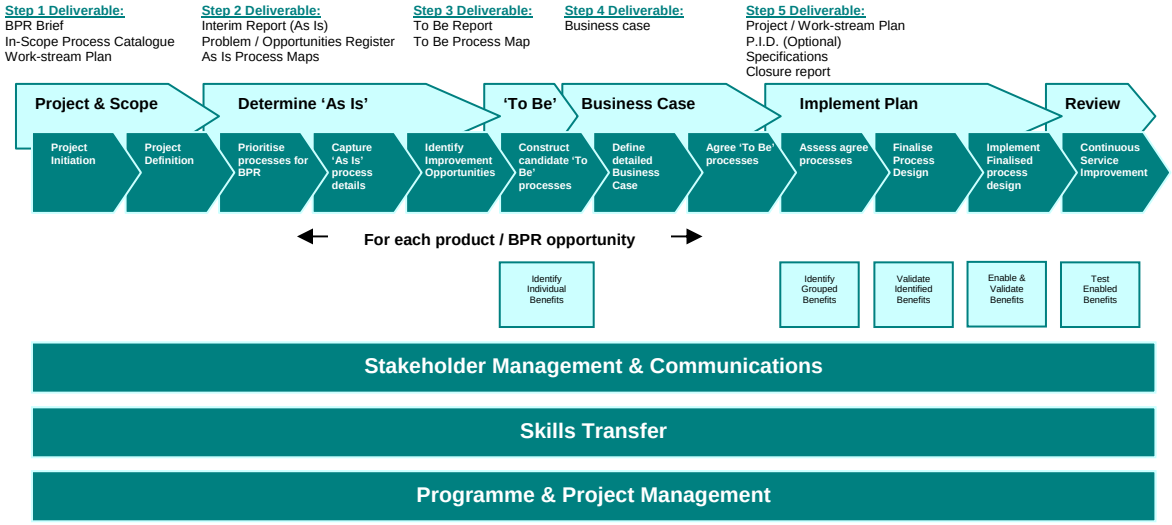

Fig 1. – BPR Approach and Methodology

4 contact centre premises, staffing and technology are now operating to plan with a 5th site due to be operational from November 2008. This distributed contact centre now employs 100 staff, taking 1,000 calls per day whilst operating a busy face to face service. Performance indicates a 94% answer rate and a typical 20 second time to answer on specialist services such as benefits and housing. By using BPR business tools within our developing project management systems, customer services now offer 1st point of contact for council tax and benefits, highways and housing maintenance. Phase 2, which should conclude by December 2008, will bring a full service on stream for street lighting, disability badges, standby and call out arrangements, integration of registrars and a major element of environmental health services.

Services available from the distributed operation will include local information provision; management of interview room bookings and reception services for surgeries for other council services and partners; sale of refuse sacks and management of free recycling bags; revenue and benefits / council tax services including receiving initial contact on revenue & benefits enquiries; receipting and verification of benefit forms, payments to the council using debit / credit cards; housing information and services including reporting of council housing repairs: enter all customer contacts on the council's CRM system; receive comments, compliments and complaints and enter onto on-line system; provide bulky waste collection service and other highways helpdesk services; allocation of parking permits; allocation of blue badges; allocation of concessionary travel and arranging and taking payment for pest control services.

Ongoing

Programme and project management has provided Powys CC with a focus for delivering on the significant transformation agenda that has been put in place. As a result of establishing formal governance arrangements with specified reporting structures, all stakeholders are aware of the demands on quality, cost and schedule. This has become a significant aid in driving the cultural change and transformation agenda – staff can now see that executive management and board are delivering on their commitments. BPR also has the ability to generate enthusiasm for change within services. The test now will be to educate service managers in recognising what constitutes continuous service improvement and what initiatives can be considered genuine attempts to re-engineer our processes end to end and making the customer central to our thinking.

The four major lessons learnt to date have been based around ownership, a well defined project brief, staff resource and expectations on consultants. Having begun our re-engineering agenda based around a small centralised team, the services being subjected to change were not sufficiently engaged in the work. As a result, although many improvement opportunities were identified, services have been slow to fully implement such changes due to lack of ownership. This has been addressed by identifying service champions from within services to lead on developing re-designed solutions and implementation.

The definition of the project brief is critical as this will set the direction for services and BPR Analysts. Poorly defined work-streams will most certainly result in a failure to meet deadlines and deliverables. If the scope of the project is too wide, the sheer volume of work can become difficult to manage, especially if there is no correlation between volume and staff resource.

It is true to say that you get out what you are prepared to put in. For projects and BPR to succeed, they must be properly resourced, in particular with regards to staffing. Generally, you need to withdraw staff from their everyday duties and allow them to focus 100% on the change agenda. If there is any confusion around work loyalties, this will reflect both on the quality of the work and in particular on the time required to achieve the required results.

When significant financial resource is expended on external consultants the expectation is often very high, often expecting miracles. No matter who the consultant, if service ownership of potential changes is not in place and insufficient staff resource is made available to support the work of consultants, their ability to deliver significant change is restricted.

As Powys CC continues on its transformation agenda against the backdrop of ever decreasing budget allocation from the assembly, the role of BPR is set to become increasingly more important. Although consultants have a role to play, it is not sustainable to have to pay for external support every time we need to change something. Powys is therefore committed to building its own internal capacity through an awareness and development programme that aims to identify BPR Analysts within each service area,

supported by a central team of Senior Analysts. This requires the flexibility that self-contained, internal capacity offers and resource has been allocated to concentrate on developing a robust training and development programme to achieve this.

Further Information

For further information on Powys' experience of undertaking business change, contact Andrew Durant – Project Manager (A2S Phase 2) on 01597 82 7777 / andrew.durant@powys.gov.uk or Peter E Jones – Programme & Performance Management on 01597 826441 / peter.e.jones@powys.gov.uk.

Citizen Programme - Monmouthshire County Council

Background

The Citizen Programme is aimed at improving services from the perspective of the citizen (or service user). The intention is to improve services in the 5 areas of the Assembly Government's citizen model:

- Citizen insight – gathering and using information from customers and citizens to improve services and developing new approaches for engaging with them;
- Customer service – improving how services are delivered and how they are accessed;
- Process improvement – improving processes to make sure services are delivered quickly, effectively and to high quality standards;
- Becoming a learning organisation – improving by learning from others;
- Developing everyone as a leader – empowering staff at all levels to be responsible for service improvement.

The Citizen Programme was developed by the Welsh Assembly Government following Making the Connections and the Beecham Report on improving local service delivery. This programme is being piloted on 2 sites – North Wales NHS Trust and Monmouthshire County Council. In Monmouthshire, an Assembly Government official was seconded to the Council for 6 months to facilitate and drive the programme.

Monmouthshire County Council was identified as one of the pilot sites because of its clear commitment to working with its citizens. The Council decided that the project should focus on the Housing Service. This was because the Department was currently in the process of transferring its housing stock and wanted support in transforming its remaining services.

The Approach

The approach is based around inspiring and challenging managers and staff to improve their service for themselves and to look at their service through the eyes of their citizens or service users. The programme aims to support staff in bringing about improvements and facilitators work closely with management and staff. It is a people centred programme that is not about finding improvement tools to support the change per se. It is more about helping people to look at the world in a different way. Essentially it is about changing mindsets.

The philosophy of working with and listening to to citizens in order to improve services is at the heart of the programme. It is very much based on the idea of co-production rather than consultation. The detail of the programme was designed and run in partnership with Monmouthshire County Council. The key stages of the journey followed in delivering the programme are as follows:

Achieving Buy-in
This pilot has highlighted the importance of corporate buy in as well as in the targeted service area. Commitment amongst senior management has been vital. Indeed, the active involvement of Monmouthshire's Chief Executive has been a critical factor in the success of the programme.

Familiarising
This stage involved developing a profile of the Housing Service. The views of citizens and other stakeholders as well as management and staff were gathered and analysed.

Inspiring, Supporting and Driving
A crucial element to any change is empowering staff and releasing their potential to make changes. A workshop event was held to act as a catalyst for change. This enabled information gathered in the previous stage to be fed back so staff could see things from the citizen or customer perspective.

Staff were given training in "Lean" process mapping to help them make citizen focused changes to their processes

Cross team project groups were set up whose work has been ongoing since. In this context, the projects themselves are of secondary importance when compared with releasing the power of people to make change happen.

The key is that staff feel able to bring about improvements themselves that make a difference to people's lives. Projects helped overcome silo thinking and provided a framework within which ideas could be developed and delivered.

Action
The project groups initially focused on 'quick wins' that would make an immediate impact. This worked particularly well in energising the teams.

Staff used "Lean" techniques improve their processes. For example, they now courier lifelines to carers or clients to allow self installation where appropriate and have designed faster ways of processing homeless applications

The Housing Service gather feedback from clients and uses that to improve the service. For example, as result of customer feedback on home improvement grants, staff now carry out regular courtesy calls to let clients know how their application is progressing or to check that the work carried out met their expectations. In addition they have started to hold "forum" meetings with clients and again use that to improve the service. As a result of feedback from young homeless people, a number of interviews are held at hostels in a more conducive environments.

Staff were actively supported during this action phase

Evaluating and Re-energising

A follow up event has been held to celebrate and showcase successes so far and to re-energise the improvement process. The event clearly demonstrated the improvement journey made by managers and staff alike. The challenge for the Housing Service is to continue the drive towards continuous and sustainable improvement.

Barriers

One of the major barriers faced by this project has been addressing resistance. One of the ways this has been overcome has been through finding managers and staff (change agents) willing to support change and using their energy and enthusiasm to drive it throughout the team.

In addition, the view that this was just "another initiative" needed to be overcome. Staff have been made aware that this is a key part of their day job and have been actively demonstrated what it is possible for them to achieve. The active participation and encouragement by managers has been a key factor.

Ongoing

This project has been hugely successful in garnering the enthusiasm and commitment from the Housing Service most of whom now see change as part of the day-to-day role.

This approach supports and drives continuous improvement. It has been part of a wider initiative to place citizens at the centre in Monmouthshire.

It has also been important to look at the wider systems within the organisation: what is in place to support the change and what can block it? Again corporate preparedness to look at these issues were key to the success.

The next phase of the programme has begun in the Revenue Collection Service and other areas are being actively considered

Further Information

If you would like further information on this Programme and / or the change processes used, please contact Trevor Samuel (01633 644802 or mobile 07973964894 trevorsamuel@monmouthshire.gov.uk /trevor.samuel@wales.gsi.gov.uk

Cardiff Local Service Board / Cardiff Council

Background

Cardiff Council in conjunction with Cardiff Local Health Board, Cardiff & Vale NHS Trust, South Wales Police, South Wales Fire & Rescue Service and Voluntary Action Cardiff were selected by the Assembly Government in March 2007 to become one of the six pilot Local Service Board areas.

There was an awareness by local partners that partnership working could be improved to increase collaborative activity and deliver more citizen-centred services . In order to address this, just before the introduction of LSBs in Wales, Cardiff had undertaken a detailed review of community planning. This review resulted in a complete overhaul of the community planning approach and the Proud Capital Vision Forum was established to provide strategic leadership. This was based around a more targeted, structured and action focused approach to community planning in Cardiff.

The introduction of this new approach was timely for WAG's invitation to local partnerships to participate in the pilot stage of LSBs.

Cardiff's LSB is unique in that it is made up of only public sector partners and the voluntary sector. It operates on two levels – a Chief Executive forum and an operational/project manager forum. Political representation is provided at the overarching Vision Forum level which sets the strategic direction for Cardiff's partnership agenda and Community Strategy.

The Approach

The whole LSB process has been a real journey for Cardiff Council and its partners and the progression of the Board and associated partnership working within the last 12 months has been significant – but it has taken some hard work and innovative approaches to achieve this.

The Cardiff LSB recognised early in the process that their success was heavily dependent on the establishment of new types of relationships and ways of working, shifts in organisational culture and the building of trust between key partners.

In order to address this requirement for cultural change, the LSB has undertaken a number of training events to bring partners together and develop relationships between them over the 12-months they have been operational.

These events used external facilitators to enable all partners and officers to fully participate in the sessions. A storytelling approach was adopted to enable LSB partners, associated partnerships and project managers to outline the issues of importance to them. Through this process, individuals took real risks and told their stories with honesty in a 'safe'

environment whereby the blame was put to one side and partners felt comfortable to talk about the critical issues in order to identify a solution. This process involved the Chief Executives of LSB partner organisations who encouraged project managers and operational staff to highlight the barriers impacting on progress so as improvements could be made. For this reason individuals feel much more comfortable raising issues to address key areas of concern. There is now a clear culture of honest conversations within the Local Service Board.

The storytelling approach facilitates greater openness and honesty. It is much easier to stand up and explain what the barriers are to the progression of a particular issue than it is to commit any potential criticism to paper.

One key result of these events was that each LSB Executive Forum member was given responsibility for championing a specific LSB project. This gave them a responsibility for reporting on project performance to the rest of the Board aswell as acting as a first point of contact for any issues around the project. This has had a dramatic effect on the ownership of the individual projects and the role of the LSB in facilitating the progress of these joint projects.

The process has also enabled continuous review of the LSB: how it is structured; the types and attendance at meetings; responsibilities of individual members, etc. This approach ensures that the roles and responsibilities of individual members along with the rationale for working in this way is constantly reinforced.

Whilst the events programme has played a part in achieving this, attribution for this change in organisational approach is not obvious. One thought is that because the LSB has a unifying end goal, all partners have quickly realised that they are striving to achieve the same objectives i.e. to deliver effective services for the citizens of Cardiff. In addition, the leadership of the Executive LSB has also been critical for promoting the work of the LSB throughout the individual partner organisations and for giving staff space and support to develop innovative thinking in relation to redesigning the way services are delivered..

This approach has been hugely successful and the cultural change achieved through the LSB process is facilitating effective working practices throughout the organisation.

Ongoing

In conjunction with its LSB partners, the Council is now exploring ‘virtual’ neighbourhood management roles within the Council to give each Operational Manager responsibility for one of the 6 Police determined neighbourhood areas as part of the wider Neighbourhood Transformation programme. This new approach involves the Police, Fire & Rescue Service and the voluntary sector and over a second phase it will also be rolled out to include the Local Health Board and NHS Trust. The purpose of this is to ensure that all LSB partners are collectively planning services and responding to the different priorities of

neighbourhoods in a more joined-up way which both meets citizen needs and delivers the objectives of the Proud Capital Community Strategy.

One of the key success factors of the LSB approach in Cardiff has been a result of the pilot approach to LSB development. The flexibility allowed by such an approach means that each LSB has had space to develop in enabling key players to think outside the box and take account of local issues. A formalised framework for development of LSBs would stifle this process and any need to conform to specific 'standards' means that this local approach would be lost.

The action learning enquiry approach to the development of LSBs has proven itself a real success. It is vital in that it has enabled authorities to work things through in their own ways recognising the very different cultural barriers faced by each organisation involved in the process.

Authorities need to continue to be given the space, capacity and resources to undertake activity – they already know how to achieve things.

Another key success factor has been the recognition that small steps can have as much impact as big bangs. The work of Local Service Boards is about targeting resources to areas of most need rather than eating up more scarce resources.

Further Information

If you would like further information on this Programme and / or the change processes used, please contact Rachel Jones – Strategy & Partnerships Manager (029 2087 2678 or RacJones@cardiff.gov.uk)

References and Further Reading

This reference section has been laid out in the order that methodologies were detailed in the above report. Within each section we have detailed the 'Most Relevant' publications at the top of each section. The Most Relevant publications have been sub-divided into 'How to' and 'Review of' to allow readers to quickly obtain referenced publications that will help them 'find out how to' or find out 'where and how it has worked'.

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Appendix 1 – Glossary of Terms

Glossary of Terms **Page Number**